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COMPREHENSIVE REVIEW OF THE WHOLE
QUESTION OF PEACE-KEEPING
OPERATIONS IN ALL THEIR ASPECTS

SECURITY COUNCIL
Fifty-first year

Letter dated 29 February 1996 from the Permanent Representative of Denmark to the United Nations addressed to the Secretary-General

The question of improving the United Nations capacity and efficiency in responding to international crisis is topical. In a presidential statement of the Security Council of February 1995 (S/PRST/1995/9), responding to your position paper, "Supplement to an Agenda for Peace" (A/50/60-S/1995/1), the Security Council invited Member States to reflect further on United Nations peace-keeping operations and ways and means to improve the capacity for rapid reaction.

I have the honour to transmit a "non-paper" on the establishment of a Multinational United Nations Stand-by Forces High Readiness Brigade. The "non-paper" contains a report on a specific and practical way to enhance the United Nations capacity for responding rapidly when there is a need for peace-keeping troops. The report has been prepared under Danish lead by a military working group with participation from Argentina, Austria, Belgium, Canada, Czech Republic, Finland (observer), Ireland (observer), the Netherlands, New Zealand, Norway, Poland and Sweden. The report will serve as a basis for a further elaboration among these countries on the modalities for establishment of a cooperation on a Multinational United Nations Stand-by Forces High Readiness Brigade.

I hope this "non-paper" will serve as inspiration and information in the continued discussion on how to enhance the United Nations capacity in peace-keeping.

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* A/51/50.

I should be grateful if the present letter and its annex could be circulated as a document of the General Assembly, under item 86 of the preliminary list, and of the Security Council.

(Signed) Benny KIMBERG
Ambassador
Permanent Representative of Denmark
to the United Nations

ANNEX

Report by the Working Group on a Multinational United Nations Stand-by Forces High Readiness Brigade

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Report by the Working Group on a Multinational United Nations Stand-by Forces High Readiness Brigade

Part A

Introduction

1. Overview of Future Peacekeeping and Humanitarian Requirements

The United Nations is facing quantitative and qualitative changes in activities related to the maintenance of peace and security. The number of peacekeeping and humanitarian operations has increased more than threefold, going from 5 in 1988 to 17 in 1994. Peacekeeping and humanitarian operations are now increasingly being conducted in connection with intra-state conflicts rather than inter-state conflicts, fought by a mixture of regular armies, militias, and armed civilians with little discipline and ill-defined chains of command, thus characterised by chaotic and lawless conditions. Furthermore the scope of the operations has changed from being largely military in character to multifunctional operations involving civilian, military, and humanitarian aspects. During the same period of time, the number of military personnel deployed has multiplied by a factor of 7, going from approximately 10.000 to more than 70.000, thus testifying to the increased complexity of the conflicts involved. Accordingly the United Nations' peacekeeping costs have gone up from 200 million USD to 3,610 million USD annually.

At the same time, most Member States[1] are facing reduced military budgets and in many cases substantial reductions in their military inventories, thus limiting their possibilities for making troops available to the United Nations. Furthermore, as operations often develop into lengthy deployments of substantial troop contributions, Troop Contributing Nations[2] are looking into ways to reduce the duration of individual deployments as well as the requirements in terms of the number of troops needed.

As a result of these changes, the availability of military forces and equipment for peacekeeping purposes has come up short, both in terms of numbers and quality, if measured

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[1] The term "Member States" is used in this report to indicate members of the United Nations.

[2] The term "Troop Contributing Nations" is used in this report to indicate Member States, contributing with troops to United Nations missions.

against the requirements of the United Nations. As the potential for conflicts world wide suggests that the future requirement for peacekeeping forces will stay on a par with the present if not further increase, a search for ways to turn this development becomes necessary.

An important lesson to emerge from the handling of conflicts during the last few years is that often precious opportunities are lost by the lapse of time between the decision of the Security Council to mandate an operation and the moment that the peacekeeping force arrives and functions effectively in the Mission Area. Recent conflicts have shown the appalling consequences of slow reaction in terms of human lives and suffering. In this connection, preventive deployment of peacekeeping forces might prove to be successful in stabilising a critical situation before it erupts into widespread violence. To prevent deterioration or to stabilise a serious situation, pending the full mobilisation of the United Nations' resources for a longer term response, a capability for early deployment of peacekeeping forces will be most helpful.

Apart from these obvious advantages, the possibility for rapid deployment of preventive peacekeeping forces also promises to have a positive effect in terms of the number of troops required in the longer run and for the safety of the personnel committed. By employing peacekeeping forces at an early stage of an emerging or spreading conflict, it may be possible to prevent the conflict or to stabilise the situation with a relatively limited deployment of peacekeeping forces compared with the forces needed at a later stage. At the same time, the quality of peacekeeping forces will be improved by the various measures and preparations necessary to ensure a rapid deployment capability. Thus an early deployment of peacekeeping forces has the promise of improving the cost-effectiveness of peacekeeping and humanitarian operations. If an early deployment of peacekeeping forces goes hand in hand with the necessary political, economic, and humanitarian measures, it may be possible to contain the conflict and establish a lasting solution.

2 United Nations Requirements

The changes in peacekeeping and humanitarian requirements are well recognised by the United Nations. In his "Supplement to an Agenda for Peace" from January 1995, the Secretary General recommends that the United Nations should consider the idea of a rapid deployment force. The force should consist of military units from a number of Member States, trained to the same standard, using the same operating procedures and interoperable equipment, and taking part in combined exercises at regular intervals in order to make the force available for deployment at short notice.

Various approaches can be utilised to establish such a force, one being the permanent assignment of military units to the United Nations. However, the costs and other problems involved in recruiting and forming new, standing units specifically for this purpose as well as Member States' reluctance to place national units permanently at the disposal of the United Nations makes this more of a long term solution. In the short to medium term, other ways should

be explored to fulfil the United Nations' requirements; an attractive approach being to enhance the already established United Nations Stand-by Arrangement System.

3. United Nations Stand-by Arrangement System

In January 1993, a study group at the United Nations was tasked "to develop a system of stand-by forces, able to be deployed as a whole or in parts, ..., anywhere in the world, at the Secretary General's request, within an agreed response time, for United Nations duties, as mandated by the Security Council". This led to the inception of the United Nations Stand-by Arrangement System.

The system is based upon commitments by Member States to contribute specified resources within an agreed response time for United Nations peacekeeping operations. As of 14 August 1995 47 Member States have expressed their willingness to participate in the Stand-by Arrangement and 30 thereof have presented a list of their capabilities. The prospect is that some 70.000 military personnel could be made available to the United Nations. The military forces agreed upon will remain in their home bases, fully trained and ready to fulfil tasks or functions in accordance with United Nations' guidelines. When requested by the Secretary General and if approved by the Troop Contributing Nations the forces are deployed for operations mandated by the Security Council.

Even though a considerable number of forces has been made available for the Stand-by Arrangement, the system has certain limitations. Many of the contributions do not meet the readiness and self-sufficiency criteria originally foreseen. Some of the forces allocated are already engaged in operations while others are not fully prepared. Consequently, the Stand-by Arrangement System does not at present provide the United Nations with a rapid deployment capability.

4. Troop Contributing Nations' Considerations

It must be recognised that Member States' governments operate within a framework of national legislation, and that the necessary parliamentary support, and for several nations public support as well, is a prerequisite for the contribution of troops for United Nations peacekeeping and humanitarian missions. When deciding whether to engage in a new mission, Troop Contributing Nations will, inter alia, take the following into consideration:

- The consistency of the mission with national foreign and security policy;
- the acceptability of the mandate;
- the attitude of the parties involved;
- the feasibility of the operation;
- the appropriateness of the troop contribution in relation to the requirement of the operation;
- the safety of the personnel involved;

- the foreseeable duration of the troop contribution;
- the availability of resources;
- their level of engagement in ongoing operations;
- other economic aspects.

Furthermore, as the provision of forces for United Nations' peacekeeping and humanitarian operations most often is done at a considerable expense for the individual Troop Contributing Nation, efforts to limit the requirement for forces and to utilise the allocated resources in the most economic way will also be considered.

5. Meeting the Requirement

Recognising that considerations regarding national sovereignty and the costs involved with the creation of a standing reaction force make this more of a long-term solution, a number of like-minded Member States, all with extensive experience and high standards in the field of peacekeeping, decided to establish a Working Group to explore the option of creating a rapid deployment force within the framework of the United Nations' Stand-by Arrangement System. The Working Group concluded that the United Nations' Stand-by Arrangement System does offer the basis for creating such a force while ensuring that national sovereignty issues are safe-guarded.

Based on experiences from recent operations, the Working Group concluded that a rapid deployment force of brigade size would meet most requirements in terms of organic capabilities as well as aspects pertaining to the multinationality of the force, command and control, endurance, logistic sustainability, and the ability to work together with civilian authorities and Non-Governmental Organisations in setting up a new United Nations mission.

The Working Group addressed the key considerations involved in creating such a force and formulated a concept and outline structure for a Multinational UN Stand-by Forces High Readiness Brigade.

Part B

Concept for a Multinational UN Stand-by Forces High Readiness Brigade

6. General

A number of Member States can, by forming an affiliation between appropriate contributions to the United Nations Stand-by Arrangement System, make a pre-established, Multinational UN Stand-by Forces High Readiness Brigade available to the United Nations, thus providing a rapid deployment capability for deployments of a limited duration.

Employment of the Brigade for United Nations missions mandated by the Security Council, when requested by the Secretary General, will be subject to approval by the Participating

Nations[3] for their individual troop contributions, thereby satisfying the governments' national obligations. The Participating Nations' requirement to maintain freedom of action has to be acknowledged, and the affiliation should permit individual Participants to have reservations about an actual mission without making the employment of the Brigade as such impossible.

The units should be trained to the same standards, use the same operating procedures and compatible equipment, and take part in combined exercises as necessary in order to make the force available for deployment at short notice. A pre-established, Multinational UN Stand-by Forces High Readiness Brigade will make it possible to reduce the United Nations' reaction time, enabling a peacekeeping force to be established and function effectively in a Mission Area within a few weeks from authorisation of the operation by the Security Council. In principle, the Brigade should be reserved for use in accordance with its most unique capability: the ability to provide an effective presence in a Mission Area at short notice. Consequently, the Brigade should only be deployed for missions where the time factor is important, and when other peacekeeping forces cannot meet the United Nations' requirements. To secure maximum availability of the Brigade for rapid deployment, its use should be limited to deployments with a maximum duration of 6 months. The Brigade should not be considered for routine rotation of forces in connection with ongoing missions.

7. Challenges and Opportunities

From the perspective of the United Nations, a pre-established Brigade will ease the cumbersome, ad hoc method of obtaining and assembling units from Member States to meet the requirements for an upcoming peacekeeping operation. Although agreement will still be required from individual Participating Nations for their troop contribution, the Brigade constitutes a readily available, versatile force. Access to a pre-established, flexible force, comprising a balanced mix of peacekeeping capabilities, will negate a serious impediment to rapid reaction. Furthermore it will strengthen the possibility to base initial deployment of a peacekeeping force on generic contingency planning. As a smooth decision making process is a prerequisite for utilisation of the Brigade's rapid deployment capability, the establishment of the Brigade will offer an incentive to develop the necessary political consultation and decision making mechanisms, both among the Participating Nations and between the United Nations and the Participants.

From the perspective of the Participating Nations, a pre-established Brigade could ease the national decision making process and alleviate concerns about the safety of their troops, as the framework and operating conditions for the individual troop contributions are well known beforehand. Participation in a high readiness brigade together with like-minded Member States with extensive experience in peacekeeping and humanitarian operations will enhance the effectiveness of the units and the security of the personnel. However, as like-minded Participants

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[3] The terms "Participating Nations" or "Participants" are used in this report to indicate nations participating in the Multinational UN Stand-by Forces High Readiness Brigade.

are likely to share the same views as to the acceptability of providing troops for specific missions, it must be recognised that the Brigade may not always be made available to the United Nations when requested. Furthermore, the rapid deployment capability carries the inherent dilemma of the Brigade being deployed in a situation, which, despite all efforts, fails to stabilise. Even though the Brigade is deployed with the consent of the parties involved and operates in an impartial manner, and in principle should not be the target for hostilities, there is a requirement for the Brigade to constitute a well-balanced force, capable of maintaining its own integrity and providing for the safety of its personnel in a non-benign environment.

Forces with a rapid deployment capability will most likely be limited in numbers, therefore presumably be kept in hand for missions where such a capability is essential. The United Nations' Stand-by Arrangement System does provide the capability to deploy other forces within a limited number of months, and because of this the Brigade's deployments will be of limited duration and terminated within 6 months when other forces will have to take over. When the Brigade is committed, the United Nations and its member states must be aware of the limited time-frame of the deployment. Thus Participating Nations can be quite confident about the limited duration of the deployment of their troops in the framework of the Brigade. By developing a rapid deployment concept for a Brigade size force, the inherent advantage of being first in - first out can be further underscored, thus safeguarding against troop contributions being tied down during protracted periods of time, maintaining Participating Nations' peacekeeping forces for flexible use. As a consequence, the rapid deployment capability of the Brigade will improve the responsiveness of both the United Nations and the governments of the Participating Nations.

The pre-established framework for the employment of the Participating Nations' troop contributions will make it possible to:

- Develop common procedures to enhance the effectiveness and safety of the forces,
- focus training and other activities,
- share the results of conceptual and doctrinal development, and
- pursue the advantages of cost saving multinational cooperation through functional or geographical role specialisation and through combined logistic support and acquisition of materiel, equipment, and supplies.

8 Mission Profile

The Brigade will only be available for peacekeeping operations, mandated by the Security Council under Chapter VI of the Charter of the United Nations, including humanitarian tasks.

The Security Council mandate will provide the legitimacy for the employment of the Brigade. Based on impartiality, the Brigade will operate with the consent of parties involved, and use of force will not be considered except in self defence. Potential types of operations for the Brigade include preventive deployment, supervision of cease-fires or other agreements, separation of forces by interposition, humanitarian assistance, and other types of operations normally associated with peacekeeping. This description is not exhaustive as latitude in defining the mission

profile is essential in order to allow for the continued development of the concept of United Nations peacekeeping.

9 Brigade Organisation

The Brigade should have the inherent ability to accomplish likely peacekeeping and humanitarian tasks, and to protect itself and associated United Nations agencies, Non-Governmental Organisations, and personnel while doing so. The Brigade's organisation and structure should provide all the capabilities required, while still being flexible enough to allow for the element of multinationality, the requirement for Participating Nations to decide to participate in operations on a case-by-case basis, and for the readiness criteria necessary to provide a rapid deployment capability.

The Brigade should have the ability to operate independently at a considerable distance from the home based support structures for its individual elements, which, due to the multinationality of the Brigade, will be widely dispersed. Furthermore, the Brigade should have the ability to operate in an environment, where no host nation support is at hand, and where basic infrastructure is damaged or non-existent. These criteria imply a requirement for enhanced multinational logistic cooperation, including, where necessary and feasible, the possibility to establish one or more centrally or forward located combined logistic supply bases to be established when the Brigade is deployed.

The possibility that one or a limited number of Participating Nations might decide not to contribute troops to an actual mission implies the necessity to establish a Brigade Pool, comprising a number of military units exceeding the force requirement for the Brigade when deployed. The Brigade Pool will assure that the deployment of the Brigade as such will not be compromised, if a Participant decides to abstain from providing troops for a specific mission.

10 Command and Control

When deployed, the Brigade will be subject to United Nations' command and control arrangements and operate exclusively under the direction of the Secretary General or his special representative and under the operational control of the Force Commander for the operation in question.

The Brigade will be made available in accordance with normal consultation mechanisms between the United Nations and Troop Contributing Nations. The multinationality of the Brigade calls for a formal liaison to be established between the Participating Nations in order to provide a forum for the exchange of views on policy issues on matters related to the Brigade, and to act as focal point in relation to the Security Council, the Secretary General, and the Secretariat. The United Nations' request to make the Brigade available should be directed to the Participating Nations, and the decision whether to put the Brigade at the disposal of the Secretary General will

be based on consultations among the Participants, including decision making on the composition of the Brigade to be deployed.

When deployed, the Brigade will interact as a coherent unit within the United Nations' command arrangements in the field. The Brigade will be employed under the direction of the Special Representative of the Secretary General, if appointed, and under operational control of the Force Commander. If appropriate for the operation in question, due considerations should be given to appoint the Brigade Commander as Force Commander, at least for the initial period, when the Brigade, due to its rapid reaction capability, must be expected to be the only force or the majority of the forces deployed. The Brigade's staff and headquarters arrangements must allow for the possibility of either being designated as Mission Headquarters or being subordinated to such a Headquarters. The latter possibility calls for the Brigade Headquarters to be able to support the establishment of the Mission Headquarters in concert with the arrival of its various components in the Mission Area. The possibility for the Brigade Headquarters to be designated as Mission Headquarters calls for the ability to incorporate various United Nations' and civilian staff elements and functions as required.

The Brigade's internal command and control arrangements, including manning of the staff, must mirror the multinational composition of the Brigade and provide for adequate national representation.

11 Area of Operations

In principle, the Brigade should be available for use world wide. However, certain operational, administrative, logistic, and legal aspects make it desirable to establish specific limitations or preconditions.

a Operational Aspects

The demand for unique and costly equipment associated with operations under extreme geographical or climatic conditions makes it expedient to exclude e.g. missions in arctic or highly alpine environments and severe desert, swamp and jungle areas. Thus the requirement for special equipment or training could preclude use of the Brigade's rapid deployment capability.

b Administrative and Logistic Aspects

In order to minimise costs, the Brigade should be based on a concept of multinational logistic cooperation, including as appropriate designated lead nations and functional role specialisation for the various geographic regions foreseen for deployment.

c Legal Aspects

The employment of the Brigade is limited to the geographical area defined in or associated with the Security Council mandate for the operation in question. Establishment of the legal framework for the deployment and employment of the Brigade will be the responsibility of the United Nations. This framework will include agreements for transit of national territories during deployment and for the necessary supplies to reach the Brigade in the Mission Area as well as Status of Forces Agreements for the Brigade with the host nation or nations.

12. Response Time and Readiness

The aim is to have the Brigade arrive and function effectively in a Mission Area as soon as possible after the Security Council has mandated an operation. Actual response time for the Brigade, starting from the decision by the Security Council, will include the time required

- for the Secretary General to request deployment of the Brigade,
- for the Participating Nations to decide to make the Brigade available,
- for the Brigade to make the final preparations for deployment, and
- for movement and transportation of the Brigade to the Mission Area.

After the Security Council has mandated an operation, all efforts should be made to conclude the decision making process at the United Nations' Secretariat and in and among the Participating Nations as speedily as possibly.

As a guideline for prior preparations, as well as to define the time available for final preparations for deployment, a fixed readiness criterion will be established. The Brigade should be ready for deployment from point of embarkation at 15 to 30 days notice. This readiness criterion is applicable from the moment that the Participating Nations decide to make the Brigade available for deployment upon a request by the United Nations, until the units of the Brigade leave their home bases for the Mission Area. In order to reduce response time, Participating Nations should start initial preparations for deployment already in parallel with the decision-making process. Furthermore, in order to use the time at hand to the utmost, various units within the Brigade could be assigned different readiness criteria within the 15 to 30 days time-frame, in accordance with unit type and unit demand during deployment planning and force build-up.

The time needed for movement and transportation will depend on the geographical location of the Mission Area. Special attention should be given to securing availability of adequate transportation means for the Brigade at short notice.

13 Deployment Period

To maintain the Brigade as a tool for rapid deployment, its use will be limited to deployments of up to 6 months duration. After these 6 months, the mission should either be terminated, or the Brigade must have been replaced by other peacekeeping forces. Following recovery from the field and a period of reconstitution of at least 6 months, the Brigade will be available for deployment to a new mission.

14 Financial Aspects

Costs connected with the Brigade will include costs for the Participants' individual troop contributions and costs for combined structures and activities.

Participating Nations will retain full financial responsibility for their individual troop contributions, and the individual Participant will meet all expenses in relation to assigning troop contributions to the Brigade.

The costs of the combined pre-deployment structures and activities should - in whole or in part - be presented for financing by the United Nations. If the United Nations agrees to finance the costs associated with combined pre-deployment structures and activities, this will have to be established in a Memorandum Of Understanding between the United Nations and the Participants in connection with the establishment of the Brigade, in order to delineate the division of financial responsibility for combined structures and activities.

Part C

Establishment of a Multinational UN Stand-by Forces High Readiness Brigade

15 General

The potential types of operations and the foreseen employment conditions associated with these operations can be translated into requirements for the Brigade's structure as well as operating and logistic procedures. These operational requirements are complicated by the element of multinationality and the demand for a rapid deployment capability.

The concept of operations for the Brigade will in general be characterised by its rapid deployment capability. For operations, where the Brigade is made available to the Secretary-General by the Participating Nations, it must be expected to be the first United Nations force to arrive in a new Mission Area. Consequently, the effectiveness of the Brigade will depend on its ability to establish itself in a new Mission Area, while simultaneously working towards the implementation of the mandate for the mission.

16 Peacekeeping and Humanitarian Tasks

In order to accomplish the potential types of operations in the Mission Area, the Brigade must have the ability to perform or assist in performing a wide range of peacekeeping tasks, including humanitarian tasks. The tasks and associated operational techniques are interrelated and in total provide the Brigade with the ability to implement the mandate. The Brigade must, inter alia, have the general ability to

- Liaise with parties involved as well as with other relevant agencies including Non-Governmental Organisations,
- negotiate with and mediate between the parties involved at all levels as a stabilising measure in general and as a means to de-escalate the situation,
- supervise and monitor the implementation of cease-fires and other agreements,
- establish a secure environment in the Mission Area, including protection of personnel and installations, mine clearing etc.,
- carry out crowd control tasks with refugees, displaced civilians, and combatants, including assistance on the collection and disposal of surrendered weapons,
- develop and conduct an active public information programme,
- establish community relations, and
- maintain the integrity and security of the Brigade.

In addition, the Brigade must be able to sustain itself. As various support functions also serve as peacekeeping tools, the Brigade's support elements should have the ability to provide support to the civilian community as well as to Non-Governmental Organisations in the Mission Area when mandated to do so. In this connection, the Brigade must have the general ability to:

- Establish itself in a new Mission Area and create a supporting infrastructure for its own use and protection, including construction of observation posts and camp facilities such as shelters, housing, electricity, water supply, and sanitary installations, as well as road repair etc.,
- sustain organic formations based on a concept of multinational logistic cooperation, including as appropriate lead nations and role specialisation, in concert with adequate United Nations' logistic principles, and
- render humanitarian support to the civilian community as circumstances and conditions permit or necessitate within the fields of medical services, transportation including distribution of supplies provided by humanitarian organisations, mine awareness training, and limited construction tasks.

17. Brigade Organisation

To achieve maximum effectiveness and responsiveness, the Brigade must have a distinct, flexible organisational concept in accordance with its composition of both national and multinational troop contributions.

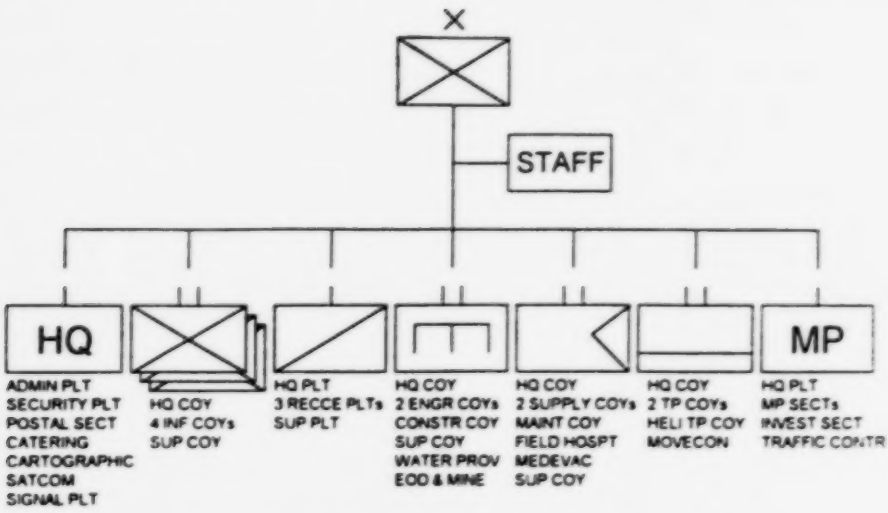
a Concept of Organisation

The Brigade will, when deployed, contain mobile headquarters and communications facilities, three or more Protected Infantry Battalions, one or more light reconnaissance units of company size, as well as units for engineer and logistic support, including transportation, supply, maintenance, health services, and military police.

For the initial phases of a new mission, the Brigade should have access to construction support in excess of the support needed later on, when the Brigade is established in the Mission Area. Furthermore, the capacity of the Brigade's organic support units should in general be considered to exceed the Brigade's own basic requirements to some degree, as the provision of support in the Mission Area, as circumstances and conditions permit or necessitate, has been an important element in most recent peacekeeping operations.

Included in the organisation must be the inherent capability of selfdefence, in addition to which the Brigade must have the capability to extricate its elements from untenable situations if and when they arise. The structure and composition of the Brigade should provide it with appropriate options to cover such circumstances.

The indicative organisational outline as shown below will ensure that the Brigade will have the required capabilities.



(Approx. 4000 - 5000)

b Concept of Multinationality

Units assigned to the Brigade can roughly be considered as belonging to one of two main categories: units primarily performing external tasks, and units primarily fulfilling an internal support function. The element of multinationality calls for the latter group of units to mirror the composition of the Brigade in order to fulfil their mission, while units in the first group can either be national, or multinational as appropriate. Based on these principles, the Brigade Staff, Service Support Battalion, Logistic Support Battalion, and Military Police Company should be multinational, whereas the Headquarters Company, Protected Infantry Battalions, Light Reconnaissance Company, and Engineer Battalion could be either national or multinational.

The demand for cohesion and simplicity calls for multinational units to be based on a framework concept, with one nation providing the core structure of the unit and other nations providing additional elements. This is especially the case for the units providing internal support, as this will allow for the various support functions to cater for the individual requirements of the national troop contributions. For other multinational units, a more equitable concept of organisation can be applied without reducing the units' ability to perform their intended tasks.

c Brigade Pool

The requirement for individual Participating Nations to be able to decide on a case-by-case basis whether to participate in an actual peacekeeping mission makes it necessary to have access to a Brigade Pool containing duplicates of the various units which make up the Brigade. This makes it possible to tailor parts of the Brigade to the requirement of a specific mission, where the total capacity of the Brigade is not required or where an enhanced capacity is required in special functional areas. Duplication of the units assigned to the Brigade by different Participating Nations will help to ensure a satisfactory ability to field the Brigade when needed, provide Participating Nations with the necessary freedom of action, and prevent the situation from arising where one or a limited number of Participants, by deciding to abstain from participation, renders use of the Brigade impossible. Establishment of a Brigade Pool will make it possible to allow for a certain degree of interchangeability between units of identical type assigned to the Brigade by different Participating Nations. As a consequence, all units in the Brigade Pool must be equally prepared for deployment with the Brigade. The decision on which units will actually be deployed with the Brigade will be taken in consultations among the Participating Nations.

The Brigade Pool assures that all potential troop contributions will comply with the requirements in terms of training standard, uniformity of operating procedures, and compatibility of equipment. Besides allowing for national freedom of action, the Brigade Pool will provide for a spare capacity in all functional areas and could also be regarded as a means for reinforcing the Brigade, if the force requirement for an individual peacekeeping mission cannot be met by the Brigade at normal strength.

The extent of duplication needed depends on the degree of certainty required for having the ability to deploy the Brigade. However, in order not to place undue pressure on the individual Participating Nations, all units connected to the Brigade must as a minimum have one duplicate.

d Number of Participating Nations

The requirement for effectiveness and responsiveness of the Brigade determines the number of Participating Nations needed, taking into consideration that the degree of multinationality will influence the capabilities of the Brigade. In principle, the operational requirements are best met if each of the Brigade's various units are provided by one Participating Nation. However, the possibility also exists for a smaller group of Participating Nations to put together for example a combined

battalion, if the units involved have a common language and interoperable equipment.

18 Command, Control and Communications

The Brigade's command structure must be harmonised and able to interact with the United Nations' command arrangements in the field in order to ensure the highest possible degree of continuity and maximum efficiency. The command arrangements must at all times be acceptable to the United Nations, and staff representation must be possible from an additional number of nations as well as from the United Nations, in order to achieve a broader element of multinationality and to include specialised civilian staff components as required for each individual operation.

a Command and Control

The Brigade shall be subject to the standard command and control arrangements for United Nations operations. This means that all troop contributions remain under full national command. When deployed, the Brigade will be under the direction of the Secretary General or his special representative. The Brigade, as an integral unit, will be under the operational control of the Force Commander upon arrival in the Mission Area. If appropriate for the operation in question, due consideration should be given to appoint the Brigade Commander as Force Commander. If this is not the case, the Force Commander will exercise his authority through the Brigade Commander. Operational control is the authority delegated to a commander to direct forces assigned to accomplish specific missions or tasks within the limit of a specific mandate of the Security Council, an agreed period of time, and a specific geographical range (the Mission Area). When the Brigade is deployed, each Participating Nation, providing troops for the mission, will designate a Senior National Officer with whom the Brigade Commander can coordinate issues of national interest or concern. For actual missions, the Brigade Commander will assume operational control upon the arrival of troop contributions in the Mission Area. In connection with exercises, this will take place upon the arrival of participating units in the exercise area.

b Commander and Command Group

The Participating Nations should appoint the Brigade Commander for a period of two years. A Second-in-Command must also be designated, and he should be available for the Brigade when deployed, especially if the Brigade Commander for the operation in question is appointed as Force Commander by the Secretary General. The Brigade Commander will exercise his authority through the Brigade

Command Group, comprising the commanders of units assigned in direct line to the Brigade (battalions and independent companies). The Brigade Commander, Second-in-Command, and Chief of Staff must be of different nationality, and for reasons of continuity the individual terms of appointment should be timed so as to overlap. The posts should rotate between Participants. Post rotation should not take place during deployment of the Brigade. Special emphasis must be afforded to the importance of securing continuity between pre-deployment appointments of key personnel in command and staff functions and actual participation in operations. However, it is recognised that Participating Nations might have to withdraw assigned personnel if they decide to abstain from participating in a particular mission. The Brigade's command and staff arrangements must be flexible enough to permit this eventuality.

c. Staff and Headquarters

A Brigade Staff must be designated beforehand and activated when the Brigade is deployed to assist the Brigade Commander in discharging his duties. If the Brigade Commander is appointed as Force Commander, the Brigade Staff will serve as a nucleus for the overall mission staff. In that case, representatives from an additional number of nations and UN personnel can be attached to or included in the Brigade Staff as appropriate. If the Brigade Commander is not appointed as Force Commander, the Brigade Staff must be able to undertake some or all of the responsibilities of the mission staff, until this staff has been established. The Brigade Staff comprises staff officers from the Participating Nations proportionate to the size of the individual Participant's contribution to the Brigade. The Staff will be headed by a Chief of Staff.

Mobile headquarters facilities must be available for the Brigade. These facilities and the personnel necessary to establish the Brigade Headquarters and support the Brigade Staff should be included in a headquarters company. When fixed installations are available in a Mission Area, the headquarters components must be able to make use of these.

d. Planning Element

To maintain the Brigade, it is considered necessary to establish a permanent Planning Element in one of the Participating Nations. For reasons of continuity, this Planning Element should constitute the nucleus of the Brigade Staff.. The Planning Element should comprise staff officers from all Participants including the Chief of Staff and will, as directed by the Brigade commander, assist him in discharging his pre-deployment duties. The Terms of Reference for the Planning

Element should include planning for upcoming missions as well as recording and evaluation of lessons learned. Furthermore, when the Brigade is not deployed, the Planning Element could also support the United Nations with respect to conceptual development, generic operational and logistic planning, and development of standardised training requirements etc. If appropriate, the personnel from the Planning Element might also be available for fact finding missions at the request of the Secretary General.

e Communications

The units assigned to the Brigade should be equipped with compatible radio and telephone communications equipment for use in the Mission Area. Facilities for communications between the Mission Area and United Nations Headquarters in New York should be provided by the United Nations and included in the Headquarters Company or contained in a separate signals unit, dedicated for this purpose. Equipment for communications between Senior National Officers and respective national authorities will remain the responsibility of the Participants.

In order to formally delineate authorities and responsibilities, Terms of Reference must be developed for the Brigade Commander, the Second-in-Command, the Brigade Chief of Staff, the Brigade Staff, the Brigade Command Group, the Senior National Officers, and the Brigade Planning Element.

19 Training and Exercises

Training of soldiers and units for peacekeeping operations remains the responsibility of the Participating Nation. Due to the differences inherent in general military training among the various nations, the required level of training proficiency for soldiers and units assigned to the Brigade should be achieved by standardised training objectives rather than through a standardised training curriculum. Common standards must be developed as to the minimum training objectives to be achieved. These standards should be compatible with the standards already developed by the United Nations.

As the Brigade Commander will be responsible for the performance of the Brigade, he should have the authority to give recommendations for training and to visit units assigned to the Brigade. Furthermore, the Brigade Commander will be responsible for developing the standards which, after approval from Participating Nations, will be used for training the multinational units of the Brigade.

In order to train the Brigade as a coherent unit, various small scale multinational activities, e.g. command post exercises, computer assisted exercises, seminars etc., must be considered. The

requirement for exercises to be conducted on a regular basis will depend on the employment frequency of the Brigade and the turn over rate for commanders and other key personnel.

20 Materiel and Equipment

The missions and operating conditions for the Brigade determine the requirements in terms of materiel and equipment to be available for the assigned troop contributions. As the Brigade is intended for peacekeeping and humanitarian operations based on Chapter VI of the United Nations Charter, the requirements in terms of armaments include the weapons necessary to provide for self defence of the United Nations' troops and to give the Brigade the ability to extend its protection in order to create and maintain a secure environment. Safety measures for the troops include the use of armoured or protected vehicles as well as other passive means. However, this requirement must be balanced against the requirement for easy transportation, which follows from the intended rapid deployment capability. Furthermore, the units assigned to the Brigade must be equipped to operate in an environment where no, or very limited, infrastructure is available to support operations or the physical well-being of the troops.

The demand for the various units assigned to the Brigade to be able to work together and the requirement to simplify logistic support calls for the highest possible degree of interoperability in terms of equipment and materiel as well as procedures. An acceptable level of interoperability can be achieved through standardisation of procedures, commonality in basic supply requirements, and acquisition of compatible key equipment to provide the necessary interface between national troop contributions in selected areas such as communications.

21 Logistic Support

The responsibility for the logistic support for United Nations peacekeeping and humanitarian operations is shared by the United Nations and the Nations participating in the operation. All logistic resources and services rendered to the units are in general financed by the United Nations, and this principle will also apply for the Brigade. However, the enhanced multinational composition of the Brigade's service support and logistic units calls for a refinement of present United Nations reimbursement procedures. Establishment of the Brigade should give an impetus to the development of a coherent logistic doctrine as well as standard logistic directives and procedures for peacekeeping operations.

Based on existing principles, Troop Contributing Nations must be prepared to sustain their units from national sources from the time of arrival in the Mission Area until the United Nations' logistic system has been established. The United Nations is not capable to support or sustain a substantial force in the first 3 - 6 months after the Security Council has issued a mandate. Considering the Brigade's rapid deployment capacity and the limited deployment period, the Brigade should be completely self-sufficient for the full deployment period. If possible, the Brigade can supplement its supplies through host nation support and/or local commercial

companies. Therefore the Brigade should have the inherent capability to negotiate and conclude host nation support agreements as well as contracts with other civilian authorities and commercial companies in cooperation with the United Nations' logistic and administrative authorities.

Logistic service and support within the Brigade should be executed multinationally to the greatest extent possible in order to carry out logistics in the most cost effective manner. The Brigade's logistic support can be divided into common user items and services, which are supplies and services of an interchangeable nature and broadly used by the various troop contributions, and non-common user items and services, which are supplies and services required only by one or a very limited number of the troop contributions. In order to support the Brigade, the most flexible and efficient approach would be for common user items and services to be provided for centrally, and non-common user items and services to be provided for directly from national sources. If this logistics concept is combined with the proposed framework concept for the Brigade's support units, a lead nation would be responsible for the framework of the support unit as well as for common user supplies and services, while national support elements from the other Participating Nations should be providing non-common user items and support for the respective Participant's troop contribution to the Brigade. In order to reduce the burden put upon the lead nation's contribution, an element of role specialisation should, where appropriate, be included in providing common user items and support. Consequently, individual troop contributions for the Brigade at battalion and independent company level must have sufficient transport and supply capability to provide for their units. On the maintenance side they should have the capacity to conduct minor repairs and to supply spare parts. The logistic service and support from the Brigade to the battalions and independent companies should be rendered multinationally by appointing lead nations and, as appropriate, role specialists in order to minimise and simplify the logistic set-up of the Brigade. In the longer term, interoperability should be enhanced by standardising equipment and materiel within the Brigade, inter alia, in order to simplify the logistic requirements and procedures.

It would be helpful if, upon deployment, the Brigade could rely on host nation support in the Mission Area (facilities, food and water, petrol, transportation, and medical support). However, in many cases host nations must be expected to be in dire need for these facilities or assets themselves, thereby reducing the availability of host nation support for the Brigade. Especially in operations connected with complex emergencies, which require extensive humanitarian assistance, support by the host nation must be expected to be virtually non-existent.

The Brigade Commander should have control over all multinational logistic elements and resources in the brigade. Clear guidelines must be developed, coupled with a cohesive multinational command and control structure, to ensure that logistic policy is efficiently and effectively translated into activity on the ground. The aim of all logistic endeavours is to ensure that the Brigade can achieve its mission, unhindered by insufficiency of logistic support.

Pending further development on financial delegation on the part of the United Nations, the Brigade's command and staff structure must allow for the basic premise that the authority to

commit funds can only be placed with an United Nations official (the Chief Administrative Officer or his delegated representative). By allowing the inclusion of necessary civilian staff elements in the Brigade Staff, unity of effort can be ensured in this important field.

22. Deployment, Movement and Transportation

Planning for deployment and recovery of the Brigade's various units is a national responsibility. However, deployment plans are submitted to the United Nations for approval in order to assure a satisfactory order of arrival of the various unit types in accordance with the Force Commander's requirements in the Mission Area, and to coordinate traffic to and from the Mission Area. Furthermore, United Nations' approval of the budgetary aspects is a prerequisite for the subsequent refunding of nations' expenses.

Providing or contracting means of transportation as well as the execution of the movement, including coordination and control, will remain primarily a United Nations responsibility. The Planning Element will be the natural focal point for these activities on behalf of the Participating Nations involved, especially in relation to coordination among the Participating Nations and in order to utilise the possibilities for cooperation among the Participants. Together with the nations providing the framework (where applicable), the Planning Element will have a particular task in coordinating the deployment of multinational units, thereby ensuring continuity in deployment planning and execution.

In order to provide a sound basis for generic deployment planning, it is important that the Participating Nations calculate their transportation needs beforehand and submit information to the Planning Element.

23. Medical Affairs

The Brigade's medical and health service should primarily be based on the standards established by the United Nations. A major function of medical support is the prevention of sickness, disease, and epidemics as a key factor in manpower sustainability. Planning for the Brigade's medical services should include the option for medical care being provided to support other United Nations' agencies in the Mission Area and the local population as the situation allows.

Each Participating Nation bears the ultimate responsibility for ensuring the provision of medical resources for the support of its allocation to the Brigade. This may be discharged in a number of ways, including agreements with other Participants or with the United Nations. In principle, first aid treatment at company level, medical support at battalion level, and evacuation to the Brigade's field hospital will be a national responsibility. Where individual national troop contributions are too small to warrant provision of a battalion level treatment and evacuation capacity, an adequate support could be provided by a battalion from another Participating Nation with the necessary capacity.

The Brigade must include at least one field hospital. This field hospital could be provided by one Participating Nation, presuming the necessary interface exists at battalion level and below. Furthermore, the Brigade Staff should include a medical adviser. Certain aspects of the Brigade's medical services require prior arrangements between the Participating Nations. This includes, inter alia, blood supply service. Means for evacuation service for Medical evacuation and Casualty evacuation should be provided multinationally, in order to achieve the most efficient and cost effective system possible.

Personel designated to the Brigade should be properly vaccinated according to the readiness criterion of the Brigade.

24. Replacement

If the mission is to be continued after conclusion of the 6 months' deployment period the Brigade has to be replaced by other peacekeeping forces. The Participating Nations will have no obligation to replace their own troop contribution when the Brigade as such is withdrawn from the Mission Area. To provide the basis for a smooth extraction of the Brigade, planning for replacement must commence at United Nations Headquarters in parallel with the deployment of the Brigade. The replacement must take place with due regard to the requirement for continuity in the Mission Area, and an appropriate turn-over period must be allowed for this purpose if necessary. This turn-over period should commence as early as possible after a decision to continue the operation has been made, in order to observe the Brigade's 6 months' deployment period.

25. Funding and reimbursement

a. General

The United Nations financial procedures apply for the Participating Nations' troop contributions. Based on these procedures, the Participating Nations are entitled to receive reimbursements for personnel deployed as well as for materiel and equipment. Furthermore costs associated with transportation of personnel and equipment to and from the Mission Area are paid or reimbursed by the United Nations. Expenses in connection to survey missions to future Mission Areas should be financed by the United Nations.

b. Pre-deployment structures and activities

Pre-deployment structures and activities include the establishment and activities of the Planning Element as well as combined training activities and exercises, specifically aimed at providing the Brigade with a coherent rapid deployment capability. Common costs associated with combined pre-deployment structures and activities, should be presented for financing by the United Nations, as such costs are over and above what is

normally expected to be paid for by Troop Contributing Nations. Expenses for combined pre-deployment structures and activities, which cannot be covered by the United Nations, will be shared among the Participating Nations according to an agreed scale of assessments. If the United Nations agrees to finance the costs associated with combined pre-deployment structures and activities, this will have to be laid down in a Memorandum Of Understanding between the United Nations and the Participants in connection with the establishment of the Brigade in order to provide a sound basis for financial planning. If appropriate, the possibility to obtain voluntary contributions from outside sources for combined Brigade structures or activities could be pursued.

Financial guidelines and procedures should be developed among the Participating Nations for common costs, including, inter alia, procedures for long and medium term financial planning, budgeting and auditing. The individual Participating Nations' part of the common costs should be in proportion to the Participant's contribution in terms of personnel to the combined structures or activities. Whenever possible, cost sharing should follow a single, fixed formula. Expenses incurred as a direct result of a position as host nation or lead nation, to the extent they are over and above what would otherwise be expended by this Participant, should be taken into consideration when calculating the scale of assessments for the common costs.

c Reimbursement

Reimbursement for deployed personnel will be rendered according to United Nations' standard rates and procedures, whereas compensation for nationally provided logistic support and contingent-owned equipment requires an enhanced concept of reimbursement due to the limited time available to conclude the necessary agreements. The present reimbursement system is under review at the United Nations Headquarters. A working group has been established with the aim to reform the methodology and procedures for determining reimbursements to Troop Contributing Nations for Contingent-Owned Equipment. The project is expected to simplify the reimbursement as well as the present in-survey/out-survey system, and to meet the requirements of the Brigade.

26. Legal Basis

A Memorandum Of Understanding will have to be concluded among the Participating Nations in order to provide a sound legal basis for their cooperation in the establishment and maintenance of the Brigade. This should include, inter alia, the following aspects:

- Purpose.
- Definitions, acronyms, and abbreviations.
- Purpose and tasks of the Brigade.

- Preconditions for the use of the Brigade, including, inter alia, Security Council mandate, framework of United Nations Stand-by Arrangements, deployment period, replacements, and constraints.
- Organisation and national troop contributions.
- Command arrangements.
- Training and exercises, including status of forces in connection with combined activities.
- Materiel and equipment.
- Logistic sustainment.
- Deployment, movement, and transportation.
- Medical affairs.
- Funding, including financial guidelines.
- Final clauses.

Furthermore, a Memorandum Of Understanding will be necessary to cover the establishment and operation of the Planning Element including legal status of personnel. Special agreements may be necessary for each of the multinational units.

The relationship between the United Nations and the Participating Nations can be expressed in either a Memorandum Of Understanding between the Participating Nations and the United Nations or in a notification from the Participants to the United Nations, describing the national contributions, the basis and purpose of the Brigade, and the preconditions for its use.

Part D

Recommendations on the Establishment of a Multinational UN Stand-by Forces High Readiness Brigade

27. Conclusions

The Working Group concludes that:

- The United Nations' Stand-by Arrangement System can provide the basis for creating a brigade-size force at high readiness.
- A Multinational UN Stand-by Forces High Readiness Brigade can be established in a manner safe-guarding national sovereignty considerations, if Participating Nations pool appropriate troop contributions to the United Nations' Stand-by Arrangement System in a Brigade Pool and organise a combined brigade structure for the employment of those contributions.

- The Multinational UN Stand-by Forces High Readiness Brigade should only be used in peacekeeping operations under Chapter VI of the United Nations' Charter including humanitarian tasks.
- The deployment of the Multinational UN Stand-by Forces High Readiness Brigade should be limited to a maximum of up to 6 months duration.
- There is a need for a permanent Planning Element to maintain the Brigade.

28. Further work

As an initial step each of the Participating Nations has to decide politically whether it wishes to participate in the establishment of a Multinational UN Stand-by Forces High Readiness Brigade along the lines described in this report. Following a political agreement further work would be required in a number of areas. The next step would be to establish an Implementation Group tasked with the implementation of the proposed establishment of a Multinational UN Stand-by Forces High Readiness Brigade. The Group would determine to which extent the Participating Nations' troop contributions would match the recommended Brigade organisation, and when appropriate, invite other nations with experience in peacekeeping to participate in the project. Specialised sub-groups could be established to address specific areas, such as logistics, legal matters etc.

29. Recommendations

The Working Group recommends that each nation represented in the group

- Endorses the report, and
- considers to participate in the establishment of a Multinational UN Stand-by Forces High Readiness Brigade,

and if such participation is decided:

- agrees to participate in the Implementation Group.

The Working Group further recommends, that prior to the establishment of the Implementation Group, preparatory work is carried out between nations having participated in the Working Group.